

## Message Text

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ACTION EA-12

INFO OCT-01 ISO-00 CIAE-00 PM-05 H-01 INR-10 L-03  
NSAE-00 NSC-05 PA-01 SP-02 SS-15 ICA-11 ACDA-12  
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R 160937Z JUN 78  
FM AMEMBASSY TOKYO  
TO COMUSJAPAN YOKOTA AB JA  
INFO SECSTATE WASHDC 8898  
SECDEF WASHDC  
CINCPAC HONOLULU HI

C O N F I D E N T I A L SECTION 01 OF 04 TOKYO 11059

E.O. 11652: GDS  
TAGS: MARR, JA  
SUBJECT: SDC - CONSOLIDATED GUIDELINE

REF: COMUSJAPAN DTG 130021Z JUNE 78

1. QUOTED BELOW IS TEXT OF CONSOLIDATED GUIDELINE WHICH GOJ HAS PROPOSED (MOFA AND JDA) IN PLACE OF INDIVIDUAL FUNCTIONAL GUIDELINES AND WHICH IT HOPES TO HAVE ACCEPTED AT THE NEXT SDC MEETING. GUIDELINE OPENS WITH CAVEAT THAT NOTHING CONTAINED THEREIN SHOULD BE CONSTRUED AS TO ALTER ANY OF THE RIGHTS AND OBLIGATIONS OF THE US OR JAPAN UNDER THE MST AND RELATED ARRANGEMENTS. EMB BELIEVES THIS ADEQUATELY COVERS USE OF MORE SPECIFIC LANGUAGE IN OPERATIONS PORTION OF GUIDELINE AND IS WILLING TO ACCEPT GOJ PROPOSAL IN ORDER TO PROCEED WITH PLANNING. LOGISTICS, INTELLIGENCE AND COMMAND AND COORDINATION SECTIONS OF GUIDELINE ARE GENERALLY IN ACCORD WITH WHAT HAD BEEN PREVIOUSLY AGREED UPON.

2. GOJ DOES NOT PLAN TO HANDLE PHASE II MATTERS AT NEXT SDC MEETING BUT MOFA HAS ASKED USFJ TO PROPOSE DRAFT  
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LANGUAGE FOR CONSIDERATION AT SUBSEQUENT SDC. QUESTION OF KEEPING SDC MECHANISM IN EXISTENCE TO OVERSEE ACTIVITIES OF MILITARY PLANNERS ALSO HAS YET TO BE RESOLVED AND SHOULD, WE BELIEVE, BE ADDRESSED AT JAPANESE PACE. (WE WOULD IN END ARGUE STRONGLY FOR RETENTION, BUT THIS MAY WELL WORK ITSELF OUT SATISFACTORILY.)

3. WOULD APPRECIATE REACTION ASAP.

4. FOLLOWING IS TEXT OF CONSOLIDATED GUIDELINE:

- GUIDELINES FOR US-JAPAN DEFENSE COOPERATION

THE FOLLOWING GUIDELINE CONTAINS THE CONCLUSIONS OF THE STUDIES AND CONSULTATIONS TO DATE OF THE OPERATIONS, INTELLIGENCE, AND LOGISTICS PANELS ON THE MATTERS WHICH WERE REFERRED TO THEM BY THE SUB-COMMITTEE FOR DEFENSE COOPERATION. THIS GUIDELINE SHALL NOT BE CONSTRUED AS AFFECTING THE RIGHTS AND OBLIGATIONS OF THE UNITED STATES AND JAPAN UNDER THE TREATY OF MUTUAL COOPERATION AND SECURITY AND ITS RELATED ARRANGEMENTS.

1. POSTURE FOR DETERRING AGGRESSION.

(1) JAPAN WILL

A. POSSESS DEFENSE CAPABILITY ON AN APPROPRIATE SCALE WITHIN THE SCOPE NECESSARY FOR SELF-DEFENSE AND CONSOLIDATE AND MAINTAIN ITS FORCE POSTURE TO ENSURE THE MOST EFFICIENT OPERATIONS;

B. TAKE, IN ACCORDANCE WITH THE SOFA AND THE RELEVANT LAWS AND REGULATIONS OF JAPAN, NECESSARY MEASURES TO ASSURE THE STABLE AND EFFECTIVE UTILIZATION OF FACILITIES AND CONFIDENTIAL

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AREAS IN JAPAN BY U.S. FORCES.

(2) THE U.S. WILL MAINTAIN

A. NUCLEAR DETERRENT CAPABILITY;

B. THE FORWARD DEPLOYMENT OF COMBAT-READY FORCES AND OTHER FORCES CAPABLE OF REINFORCING THEM.

(3) IN ORDER TO BE ABLE EFFECTIVELY TO TAKE COORDINATED JOINT ACTION IN THE EVENT OF A DIRECT ARMED ATTACK AGAINST JAPAN, JAPAN AND THE U.S. WILL ENDEAVOR TO BUILD UP A POSTURE FOR COOPERATION BETWEEN THE SELF-DEFENSE FORCES AND THE U.S. FORCES IN SUCH AREAS AS OPERATIONS, INTELLIGENCE AND LOGISTICAL SUPPORT.

ACCORDINGLY,

A. IN ORDER TO CONDUCT COORDINATED JOINT OPERATIONS FOR THE DEFENSE OF JAPAN SMOOTHLY AND EFFECTIVELY, THE JSDF AND U.S. FORCES WILL, BEGINNING IN PEACE-TIME CONDUCT STUDIES ON COORDINATED JOINT-DEFENSE

PLANNING. THEY WILL ALSO UNDERTAKE NECESSARY JOINT EXERCISES AND TRAINING WHEN APPROPRIATE. IN ADDITION, THE JSDF AND U.S. FORCES WILL STUDY AND PREPARE BEFORE-HAND COMMON PROCEDURES DEEMED NECESSARY FOR OPERATIONAL NEEDS IN ORDER TO UNDERTAKE SMOOTHLY COORDINATED JOINT OPERATIONS. SUCH PROCEDURES INCLUDE MATTERS RELATED TO CONTROL OF OPERATIONS,

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COMMUNICATIONS/ELECTRONICS ACTIVITIES, LOGISTICS,  
INTELLIGENCE, ETC.

B. THE JSDF AND U.S. FORCES, BEGINNING IN PEACETIME, WILL DEVELOP AND EXCHANGE INTELLIGENCE NECESSARY FOR THE DEFENSE OF JAPAN. THE JSDF AND U.S. FORCES WILL, IN ORDER TO ENSURE SMOOTH INTELLIGENCE EXCHANGE, DETERMINE IN COORDINATION THE NATURE OF THE INTELLIGENCE TO BE EXCHANGED AND THE SPECIFIC JSDF/USF UNITS TO BE ASSIGNED RESPONSIBILITY FOR THE EXCHANGE. IN ADDITION, THE JSDF AND U.S. FORCES WILL CONSOLIDATE AND PROMOTE CLOSE INTELLIGENCE COOPERATION BY TAKING SUCH REQUIRED ACTIONS AS ESTABLISHING MUTUAL SYSTEMS OF COMMUNICATION.

C. THE JSDF AND U.S. FORCES, ACTING FROM THE BASIC PRINCIPLE THAT EACH NATION IS RESPONSIBLE FOR THE LOGISTIC SUPPORT OF ITS OWN FORCES WILL CLOSELY COORDINATE IN ADVANCE IN REGARD TO SUCH FUNCTIONS AS SUPPLY, TRANSPORT, MAINTENANCE AND FACILITIES,

SO THAT MUTUAL LOGISTIC SUPPORT CAN BE ARRANGED  
APPROPRIATELY WHEN NEEDED. IN PARTICULAR, CO-  
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ORDINATION SHALL BE MADE IN ADVANCE IN REGARD TO  
FORSEEABLE SUPPLY DEFICIENCIES, QUANTITIES,  
PRIORITY FOR COMPLEMENT, EMERGENCY ACQUISITION  
PROCEDURES, ETC., AND STUDIES WILL BE UNDERTAKEN  
RELATING TO THE ECONOMICAL AND EFFICIENT UTILIZA-  
TION OF THE BASES AND FACILITIES/AREAS OF THE  
TWO FORCES.

2. ACTIONS IN RESPONSE TO AN ARMED ATTACK AGAINST JAPAN.

(1) WHEN A DIRECT ARMED ATTACK AGAINST JAPAN IS  
IMMINENT:

JAPAN AND THE U.S., INCREASING THEIR LIAISON, WILL TAKE  
NECESSARY MEASURES, RESPECTIVELY, AND AS DEEMED NECESSARY  
DUE TO CHANGES IN THE SITUATION, MAKE NECESSARY  
PREPARATIONS IN ORDER TO ENSURE COORDINATED JOINT ACTION,  
INCLUDING THE ESTABLISHMENT OF A COORDINATION CENTER  
BETWEEN THE JSDF AND U.S. FORCES. THE JSDF AND U.S.  
FORCES WILL ESTABLISH IN ADVANCE A COMMON STANDARD SO THAT  
THE TWO NATIONS MAY SELECT COORDINATED COMMON READINESS  
STAGES, AND ENSURE THAT EFFECTIVE PREPARATIONS FOR  
OPERATIONS CAN BE COOPERATIVELY UNDERTAKEN BY THE JSDF AND  
U.S. FORCES RESPECTIVELY.

THIS COMMON STANDARD WILL INDICATE READINESS STAGES FROM  
INCREASED UNIT-ALERT POSTURE TO MAXIMUM COMBAT-READINESS  
POSTURE, CONCERNING INTELLIGENCE ACTIVITIES, UNIT READI-  
NESS, MOVEMENTS, LOGISTICS, AND OTHER MATTERS RELATING  
TO DEFENSE PREPARATIONS.

THE JSDF AND U.S. FORCES WILL RESPECTIVELY CONDUCT DEFENSE  
PREPARATIONS CONSIDERED NECESSARY ACCORDING TO THE READII  
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NESS STAGE SELECTED BY MUTUAL AGREEMENT BETWEEN THE TWO  
GOVERNMENTS.

(2) WHEN A DIRECT ARMED ATTACK AGAINST JAPAN TAKES PLACE:

A. IN PRINCIPLE, JAPAN WILL REPEL LIMITED, SMALL-SCALE  
AGGRESSION BY ITSELF. WHEN IT IS DIFFICULT TO REPEL

AGGRESSION ALONE DUE TO THE SCALE, TYPE AND OTHER FACTORS  
OF AGGRESSION, JAPAN WILL REPEL IT WITH THE COOPERATION  
OF THE U.S.

B. WHEN THE JSDF AND U.S. FORCES CONDUCT JOINT OPERATIONS,  
THEY WILL STRIVE TO ACHIEVE CLOSE MUTUAL COORDINATION TO  
EMPLOY THE DEFENSE CAPACITY OF EACH FORCE IN A TIMELY  
AND EFFECTIVE MANNER, AND TO CARRY OUT JOINT OPERATIONS  
FOR THE DEFENSE OF JAPAN.

### 3. CONCEPT OF COORDINATED JOINT OPERATIONS

(A) THE JSDF WILL PRIMARILY CONDUCT DEFENSIVE OPERATIONS  
IN JAPANESE TERRITORY AND ITS SURROUNDING WATERS AND  
AIR SPACE. U.S. FORCES WILL SUPPORT JSDF OPERATIONS.  
U.S. FORCES WILL ALSO CONDUCT OPERATIONS TO SUPPLEMENT  
FUNCTIONAL AREAS WHICH EXCEED THE CAPACITY OF THE JSDF.  
THE JSDF AND U.S. FORCES WILL CONDUCT GROUND, MARITIME AND  
AIR OPERATIONS AS FOLLOWS:

#### I. GROUND OPERATIONS

THE GROUND SELF DEFENSE FORCE (GSDF) AND U.S. GROUND FORCES  
WILL CONDUCT COORDINATED GROUND OPERATIONS FOR THE  
DEFENSE OF JAPAN. THE GSDF WILL CONDUCT CHECKING, HOLDING  
AND REPELLING OPERATIONS. U.S. GROUND FORCES WILL DEPLOY  
AS NECESSARY AND CONDUCT JOINT OPERATIONS WITH THE GSDF

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FOR REPELLING THE ENEMY.

#### II. MARINE OPERATIONS

THE MARITIME SELF DEFENSE FORCE (MSDF) AND U.S. NAVY WILL CONDUCT COORDINATED MARITIME OPERATIONS FOR THE DEFENSE OF SURROUNDING WATERS AND THE PROTECTION OF SEA LINES OF COMMUNICATION. THE MSDF WILL PRIMARILY CONDUCT OPERATIONS FOR THE PROTECTION OF MAJOR PORTS AND STRAITS, ANTI-SUBMARINE OPERATIONS AND OPERATIONS FOR THE PROTECTION OF SHIPS AND OTHER ACTIVITIES IN THE SURROUNDING WATERS. THE U.S. NAVY WILL, PRIMARILY WITH THE USE OF ITS MOBILE STRIKE FORCES, SUPPORT MSDF OPERATIONS AND CONDUCT OPERATIONS, PRIMARILY FOR THE DEFEAT OF ENEMY NAVAL FORCES.

### III. AIR OPERATIONS

THE AIR SELF DEFENSE FORCE (ASDF) AND U.S. AIR FORCE (USAF) WILL CONDUCT COORDINATED AIR OPERATIONS FOR THE DEFENSE OF JAPAN. THE ASDF WILL CONDUCT AIR-DEFENSE, ANTI-AIRBORNE AND ANTI-AMPHIBIOUS INVASION, CLOSE AIR SUPPORT, AIR RECONNAISSANCE, AIRLIFT OPERATIONS, ETC. THE USAF WILL PRIMARILY WITH THE USE OF ITS AIR STRIKE  
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POWER, SUPPORT ASDF OPERATIONS AND CONDUCT OTHER OPERATIONS, PRIMARILY FOR AIR-INTERDICTION.

IV. WHEN CARRYING OUT GROUND, MARITIME, AND AIR OPERATIONS, THE JSDF AND U.S. FORCES WILL PROVIDE NECESSARY SUPPORT FOR EACH OTHER'S FORCES IN VARIOUS ACTIVITIES RELATED TO OPERATIONS, SUCH AS INTELLIGENCE, LOGISTICS, ETC.

### 4. COORDINATION AND SUPPORT ACTIVITIES

#### (A) COMMAND AND COORDINATION

THE JSDF AND U.S. FORCES, IN CLOSE COOPERATION, SHALL TAKE ACTION THROUGH THEIR RESPECTIVE COMMAND-AND-CONTROL CHANNELS. IN ORDER THAT BOTH FORCES MAY EFFECTIVELY CONDUCT COORDINATED JOINT OPERATIONS, EITHER SIDE MAY, (WHEN NECESSARY AND UPON MUTUAL AGREEMENT) BE AUTHORIZED TO ASSUME CONTROL OF OPERATIONAL MATTERS IN WHICH BOTH FORCES ARE INVOLVED.

#### (B) COORDINATION CENTER

IN ORDER TO CONDUCT EFFECTIVE JOINT OPERATIONS, THE JSDF AND U.S. FORCES WILL MAINTAIN CLOSE COORDINATION ON OPERATIONS, INTELLIGENCE AND LOGISTICAL SUPPORT THROUGH A COORDINATION CENTER.

#### (C) INTELLIGENCE ACTIVITY

THE JSDF AND U.S. FORCES WILL CONDUCT INTELLIGENCE ACTIVITIES IN CLOSE COOPERATION IN ORDER TO CONTRIBUTE TO THE IMPLEMENTATION OF EFFECTIVE JOINT OPERATIONS. TO SUPPORT THIS, THE JSDF AND U.S. FORCES WILL COORDINATE

INTELLIGENCE ACTIVITIES CLOSELY, INCLUDING REQUIREMENTS,  
COLLECTION, PRODUCTION, AND DISSEMINATION. THE JSDF AND  
U.S. FORCES WILL EACH HAVE RESPONSIBILITY FOR THEIR OWN  
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(D) LOGISTIC ACTIVITY

THE JSDF AND U.S. FORCES WILL CONDUCT EFFICIENT AND  
APPROPRIATE LOGISTICAL SUPPORT ACTIVITIES IN CLOSE  
COOPERATION.

TOWARD THIS END, THE JSDF AND U.S. FORCES WILL UNDERTAKE  
MUTUAL SUPPORT TO IMPROVE THE EFFECTIVENESS OF LOGISTIC  
MATTERS AND TO ALLEVIATE THE FOLLOWING FUNCTIONAL  
SHORTFALLS:

(1) SUPPLY

THE U.S. WILL SUPPORT THE ACQUISITION OF SUPPLIES FOR  
SYSTEMS OF U.S. ORIGIN WHILE JAPAN WILL SUPPORT  
ACQUISITION OF SUPPLIES IN JAPAN.

(2) TRANSPORT

THE U.S. WILL CARRY OUT TRANSPORT OPERATIONS, INCLUDING  
AIRLIFT AND SEALIFT OF SUPPLIES FROM THE U.S. TO JAPAN,  
IN CLOSE COOPERATION WITH THE JSDF.

(3) MAINTENANCE

THE U.S. WILL SUPPORT THE MAINTENANCE OF ITEMS OF U.S.  
ORIGIN, WHICH ARE BEYOND JAPANESE MAINTENANCE CAPACITIES,  
AND JAPAN WILL SUPPORT THE MAINTENANCE OF U.S. FORCES'  
EQUIPMENT IN JAPAN. MAINTENANCE SUPPORT SHALL INCLUDE  
THE TECHNICAL TRAINING OF MAINTENANCE PERSONNEL AS  
REQUIRED. AS A RELATED ACTIVITY, JAPAN WILL ALSO SUPPORT  
THE U.S. FORCES' REQUIREMENTS FOR SALVAGE AND RECOVERY IN  
JAPAN.

(4) THE U.S. FORCES WILL, IN CASE OF NEED, BE PROVIDED  
ADDITIONAL FACILITIES AND AREAS IN ACCORDANCE WITH THE

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MUTUAL SECURITY TREATY AND THE STATUS OF FORCES AGREEMENT.  
IF NECESSARY TO CONSIDER JOINT USE OF BASES AND  
FACILITIES/AREAS IN EMERGENCIES TO IMPROVE EFFECTIVE  
AND ECONOMICAL UTILIZATION, THE JSDF AND U.S. FORCES WILL  
CONDUCT JOINT USE IN ACCORDANCE WITH THE ABOVE TREATY  
AND AGREEMENT. MANSFIELD

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